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# NEIGHBORHOOD ANALYSIS

## TARBORO, NORTH CAROLINA

TARBORO PLANNING COMMISSION



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# NEIGHBORHOOD ANALYSIS

## TARBORO, NORTH CAROLINA

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TECHNICAL ASSISTANCE  
DIVISION OF COMMUNITY PLANNING  
DEPARTMENT OF CONSERVATION AND DEVELOPMENT  
STATE OF NORTH CAROLINA

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## INTRODUCTION

Because of various decisions, processes, and forces, each of Tarboro's neighborhoods has assumed a different nature and character of physical and social development. Some of these are good and livable places while others are recognized as containing areas of deterioration and blight.

The purpose of the Neighborhood Analysis is to:

Examine each of Tarboro's neighborhoods in regard to certain factors which indicate or contribute to blight, and thereby detract from the livability of the area; and to

Develop and recommend programs, ideas, and concepts directed at the removal or prevention of blight and blighting factors.



## WHAT IS A BLIGHTED AREA?

It is an area dominated by:

Dilapidated and deteriorated buildings

Obsolescence

Inadequate provisions for ventilation,  
light, air, sanitation and open space

Overcrowding

Health and fire hazards

or any combination of such factors which:

Substantially impairs the sound growth of the  
community

Is conducive to ill health, transmission  
of disease, infant mortality, juvenile  
delinquency and crime

And is detrimental to the public health,  
safety, morals, or welfare.



## WHAT CAUSES BLIGHT?

The processes which create blight are many. Some blight can be directly related to the indifference, ignorance, or poor foresight of individuals, while other cases are due to forces beyond the control of any given person or group. Inherent in the causes of blight are action both omitted and committed. The following are some of the factors which are believed to cause or accelerate the formation of blight.

### Absentee Ownership

Quite often when property owners live in areas removed from their holdings, they are uninformed or misinformed of changes that are taking place around their property. The result is a failure to respond or adjust to a changing situation. Also, absentee owners frequently lack the pride which accompanys occupying one's own home. Lack of owner pride and transient occupancy often leads to neglect of property and its consequent deterioration.

### Housing Shortage

A shortage of housing forces people to seek shelter in substandard housing in lieu of more desirable quarters. It encourages overcrowding, improper conversion of residential structures



and the lowering of maintenance standards in many instances. Also, in some cases, the urgent need for more housing is met with construction of homes which prove to be of inadequate material or design.

Artificial housing shortages can be created in otherwise normal times by discrimination. This occurs when minority groups are unable to contract for housing on the open market. The result is that more and more people are forced into a limited geographical area creating a density of dangerous proportions. This congestion often leads to increased danger from fires, the spread of infectious diseases and other harmful and unhealthy conditions. Also, the demand upon private and public facilities over and above their normal operating capacities can lead to their rapid and premature loss of value.

The Absence, Inadequate  
Formulation or Ineffective  
Administration of  
Codes and Ordinances

The implementation of sound municipal codes and ordinances are of utmost importance in minimizing and preventing blight. The absence, obsolescence or ineffective enforcement of building, health, and traffic codes and zoning and subdivision ordinances, past and present, are some of the major underlying causes of blight today. In some cases, zoning ordinances have failed to provide for a compatible system





of land use relationships or for ample yards and courts for light and air. In other instances, the failure to control the subdivision of land has produced impractical layout of lots, blocks and streets and has allowed the platting of land subject to flooding. On the other hand, sound legislation has frequently been rendered ineffective because of improper enforcement.

#### Inadequate Public Services

The provision of adequate, well-administered public facilities is as important as adequate, well-administered regulations. The failure to provide frequent garbage collection, proper street maintenance, and capable water and sewer system, can lead to neighborhood disinterest and decline. The level of governmental services can be an especially critical point in borderline areas.

#### The Mixing of Incompatible Land Uses, Over Zoning and Spot Zoning

The need for room for expansion frequently causes commercial and industrial uses to invade residential areas. This need is natural and the problem has not been the failure to zone enough property for business expansion, but rather the practice of over-zoning and spot zoning characteristically residential land for such purposes.



Over zoning creates a considerable time lapse between the time land is allocated for such purposes and the time at which such development actually materializes. The effect is that improvements to homes are withheld in anticipation of business development which frequently does not occur or only occurs in part, and the result is a deteriorated area. Spot zoning allows incompatible uses to locate in selected spots, usually in residential areas, creating a blighting effect on the surrounding properties.

#### Obsolescence

Many structures which once performed their functions quite adequately have become obsolete because of age, changing technologies, and desires. The large homes of fifty to a hundred years ago, built to accommodate domestics in addition to the family, have given way to today's modern home designed with the servantless, efficient housewife in mind. Changes in standards of heating and air conditioning have rendered the large old houses uneconomical as well. Blight frequently attacks areas in which such houses are concentrated, a process which is quickened by the common practice of dividing them into make-shift apartments.



## Heavy Vehicular Traffic

While cities require major thoroughfares for the fast and efficient movement of traffic, the residences along such streets suffer blighting effects from noise, fumes, wrecks, litter and safety hazards. The "best" treatment of thoroughfares and residences is characterized by separation using deep setbacks, foliage screens, or other techniques for minimizing contact. Too often there is found, however, an unhappy mixture of automobiles, playing children, automobiles, flower gardens, automobiles, and front porches.

## Apathy

This is one of the most important contributors to blight. Apathy operates not only among those who dwell within blighted areas but also those on the outside--absentee owners, landlords, public officials and Mister Average Citizen in each of his roles in the community. The existence of blight is either tolerated, ignored, or overlooked by those around it, and is actually perpetuated by their lack of attention. Clearly, the development of concern throughout the community must be the first step in any attempt to prevent and abolish blight.



## ANALYSIS

Blight is revealed in a number of ways. Some blight, such as the physical deterioration of building and the presence of rubbish piles is apparent to the observer. Other forms make their impact, not upon the eyes, but upon the taxpayer's pocketbook. But, regardless of the form taken, all manifestations of blight indicate the existence of a highly undesirable situation, one which is a continuous reality of those who must live in its midst.

This part of the report is concerned with documents and describing the occurrence of certain observable and measurable indices of blight as they occur within the neighborhoods of Tarboro. The indices or forms chosen for use as indicators of blight in Tarboro are: physical condition of housing, unpaved streets, nonconforming commercial and industrial uses of land, vehicular traffic accidents, public assistance cases, tuberculosis cases, venereal disease cases, and arrests for major crimes.

In identifying blighted areas, local standards must be used in determining the degree at which the presence of a blighting factor or combination of blighting factors constitutes a basis





for designating an area as blighted. However, it is not the intention of this report to rank the various neighborhoods in terms of most blighted or least blighted since the presence of blighting factors in any neighborhood constitute a problem in itself and since the magnitude of the problem cannot necessarily be measured in terms of percent occurrence of a set of blighted factors. Further, this report does not claim to measure all the multitude of factors which are associated with, cause, or accelerate the formation of blight.

# NEIGHBORHOODS

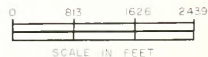
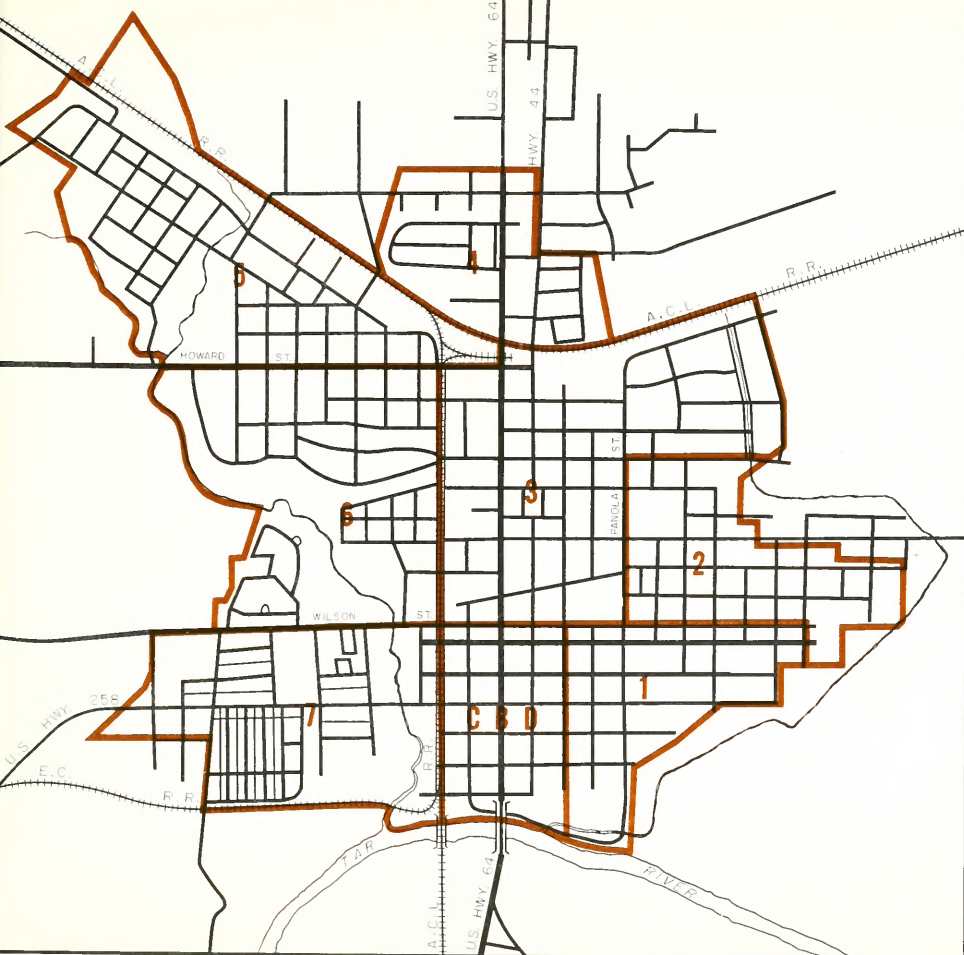
At the onset of the study, the town was divided into seven separate neighborhoods for the purpose of analysis. The boundaries of the neighborhoods were selected on the criteria that they contain dwelling structures of similar age and structural condition, enclose areas of similar occupance characteristics and that the elements within a neighborhood have similar locational characteristics in that they are bound by common barriers. Also, in selecting the boundaries of neighborhoods it was assumed that the presence or absence of blighting factors would most closely affect the elements within that particular neighborhood. The plate on the opposite page presents the neighborhoods as delimited and Table 1 presents certain pertinent data concerning each area.

Table 1

Neighborhood	Dwelling Structures	Dwelling Units	Population	Primary Land Use
1	282	266	990	Residential
2	270	347	1,280	Residential
3	354	411	1,502	Residential
4	161	228	850	Residential
5	351	381	1,450	Residential
6	300	317	1,170	Residential
7	240	231	860	Residential
CBD	89	130	398	Commercial

# TARBORO NORTH CAROLINA

## NEIGHBORHOODS



# CONDITION OF HOUSING

On the plate on the opposite page:

Sound indicates housing which has no apparent physical defects.

Minor Repair indicates housing which normal maintenance would make sound.

Deteriorating indicates housing needs repair beyond that entailed in regular maintenance.

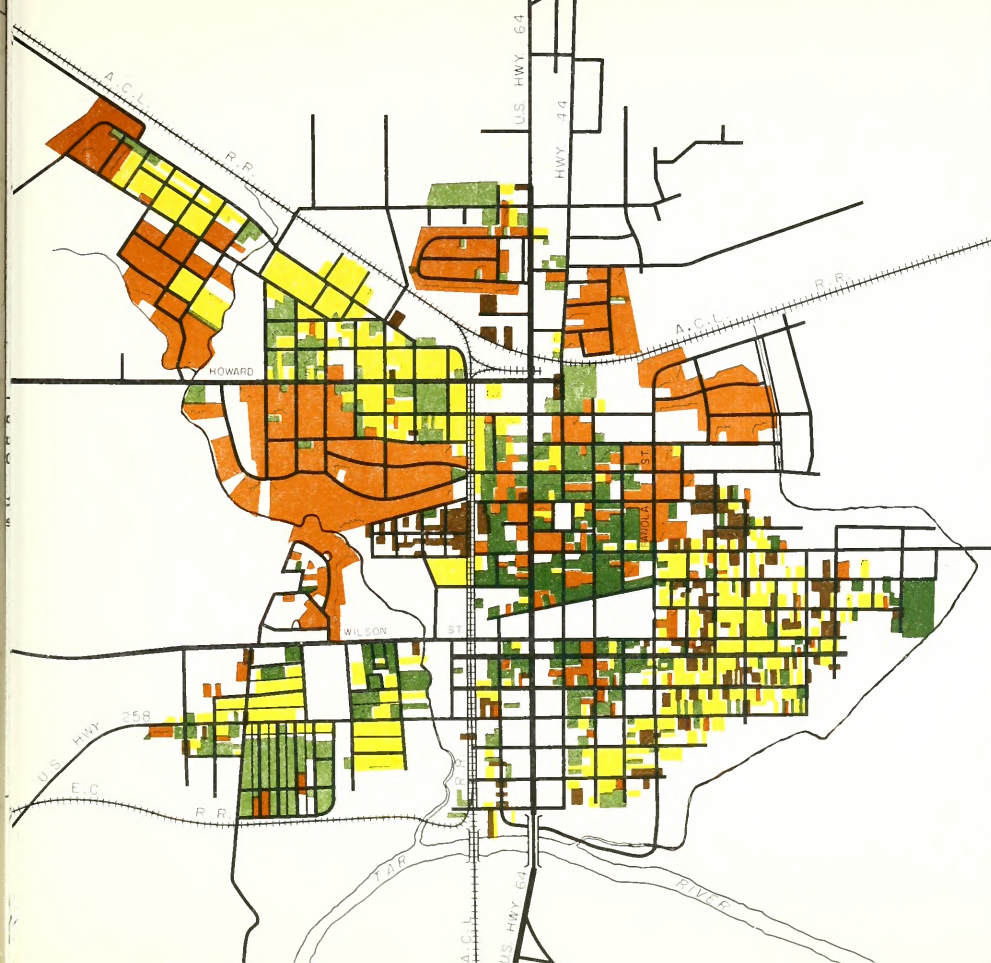
Dilapidated indicates housing which is unfit for human habitation.

Neighbor- hood	Dwelling Structure	Sound	%	Minor Repair	%	Deterior- ating	%	Dilapi- dated	%	Number De- teriorated or Dilapidated Occupied by Non-White	Percent Non- White Occu- pancy of Di- lapidated or Deteriorate Structures
1	282	15	5.3	55	19.4	153	54.2	59	21.1	204	96
2	270	20	7.4	27	10.0	138	51.1	85	31.5	223	100
3	354	149	42.1	153	43.2	42	11.9	10	2.8	0	0
4	161	135	83.9	16	9.9	9	5.6	1	.6	5	50
5	351	99	28.2	56	16.0	194	55.3	2	.5	0	0
6	300	171	57.0	37	12.3	49	16.3	43	14.4	34	37
7	240	9	3.8	142	59.2	76	31.7	13	5.3	0	0
CBD	89	12	13.5	39	42.7	24	27.0	15	16.8	19	48
Total	2,047	610	29.8	524	25.6	685	33.5	228	11.1	485	53

# TARBORO NORTH CAROLINA

## CONDITION OF HOUSING

- SOUND
- MINOR REPAIR
- DETERIORATING
- DILAPIDATED



### UNPAVED STREETS

Unpaved streets are frequently accompanied by dust, mud, and poor drainage. They greatly reduce the ease of passage from one part of a neighborhood to another causing a nuisance to residents and a hinderance to emergency and service vehicles such as fire trucks, ambulances, doctor's automobiles and milk trucks. Residential areas served by such streets suffer a consequent reduction in desirability and value.

Table III

---

Neighborhood	Unpaved Street in Linear Footage
1	7,400
2	11,900
3	700
4	2,000
5	5,200
6	7,200
7	8,800
CBD	1,600
Total	44,800

---



# TARBORO NORTH CAROLINA

NEIGHBORHOODS

UNPAVED STREETS



# NONCONFORMING COMMERCIAL AND INDUSTRIAL USES

The plate on the opposite page shows areas in which commercial and industrial uses are mixed with areas zoned strictly for residences. Commercial and industrial establishments often generate traffic noise and air pollution--conditions which are deterrents when homes are located nearby. The residential block penetrated by commercial and industrial uses is apt to see its homes decline in value, its vacancies increase, and ultimately, a greater degree of blight develop.

Table IV

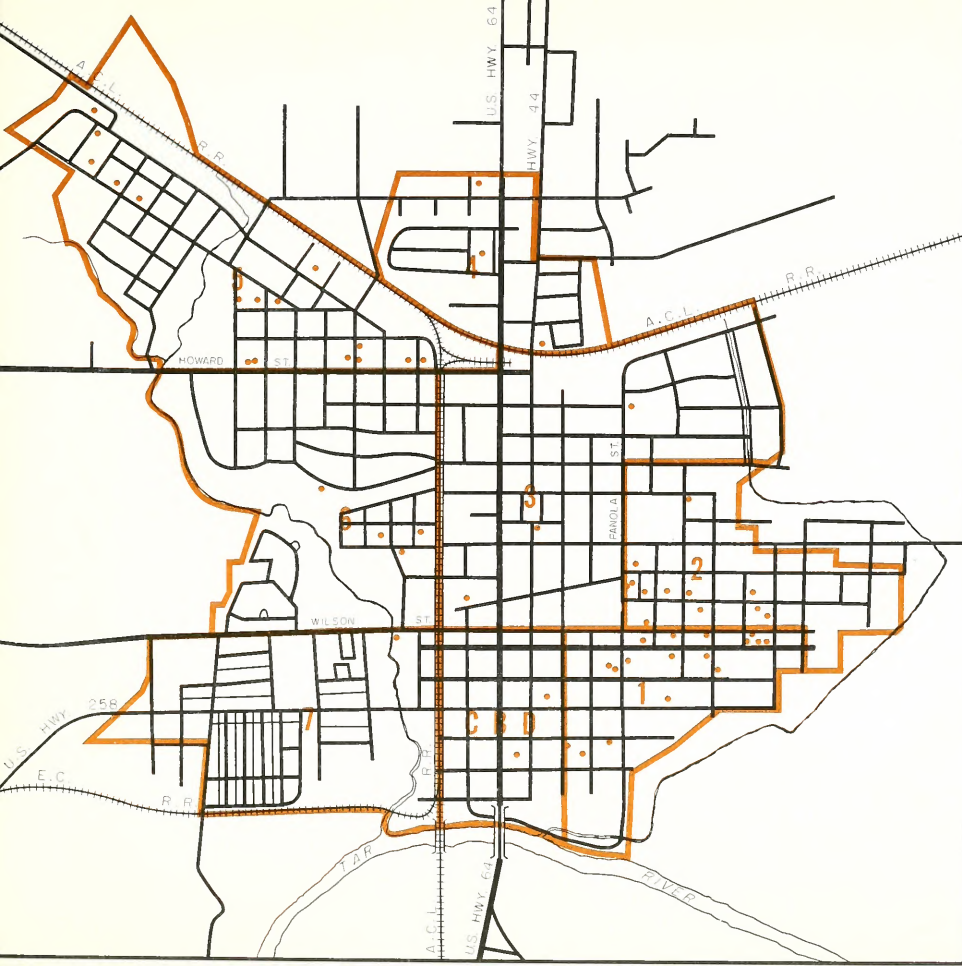
Neighborhood	Number of Nonconforming Commercial and Industrial Uses
1	17
2	12
3	3
4	3
5	16
6	4
7	1
CBD	2
TOTAL	58



# TARBORO NORTH CAROLINA

## NEIGHBORHOODS

NON-CONFORMING  
USES



0 813 1626 2439  
SCALE IN FEET

#### VEHICULAR TRAFFIC ACCIDENTS

Neighborhoods traversed by heavy vehicular traffic and disrupted by violent crashes of automobiles are less desirable places to live, especially for those whose front yards and porches are only a few feet away from the thoroughfare. Too many times, such thoroughfares become stripped with commercial uses and spotted with overcrowded rooming houses and homes converted into make-shift apartments. Such a process often begins the decline of a neighborhood.

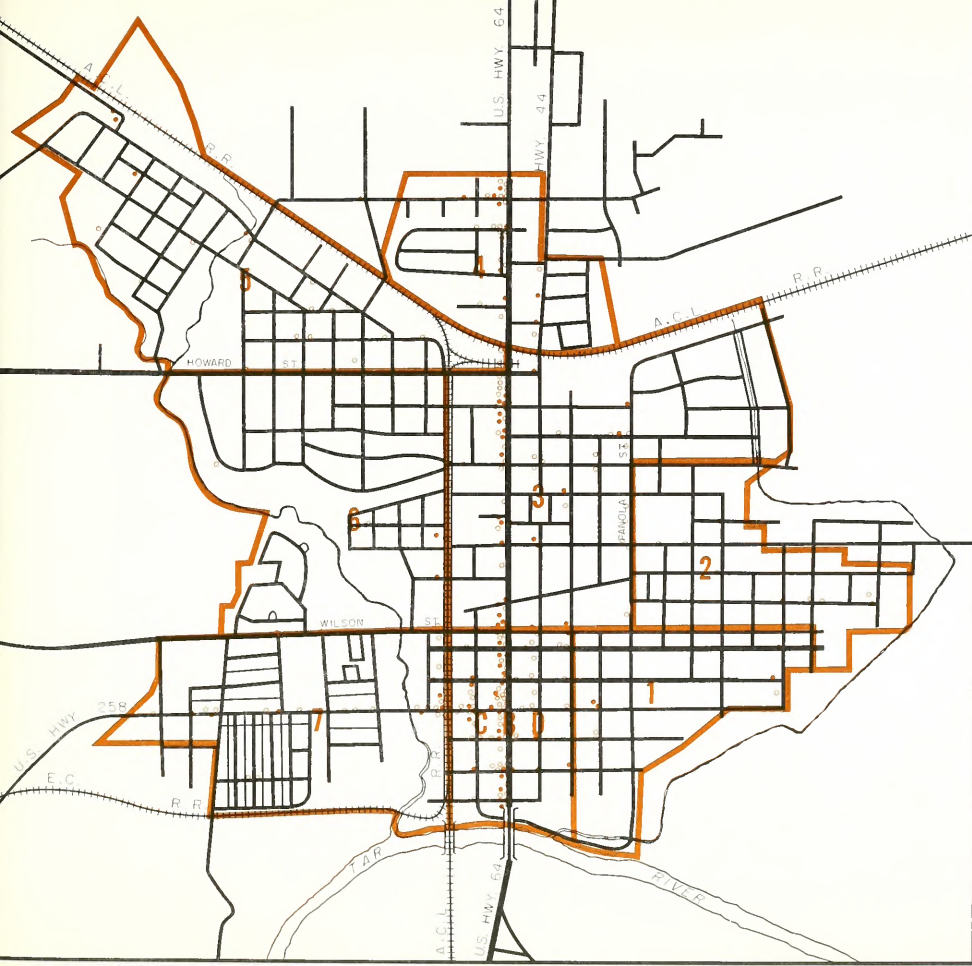
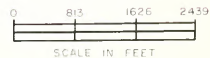
# TARBORO NORTH CAROLINA

## NEIGHBORHOODS

## VEHICULAR TRAFFIC ACCIDENTS

○ 1961

● 1962



# PUBLIC ASSISTANCE CASES

While public assistance cases have no role in the causes of blight, the presence of such cases is used to point out areas of the community where economic problems are known to exist. It is believed that the pattern of public assistance cases as presented on the plate opposite generally corresponds to the pattern of economic problems in the town and thereby points out where the existence of blight can be related in part to the poor economic status of the residents.

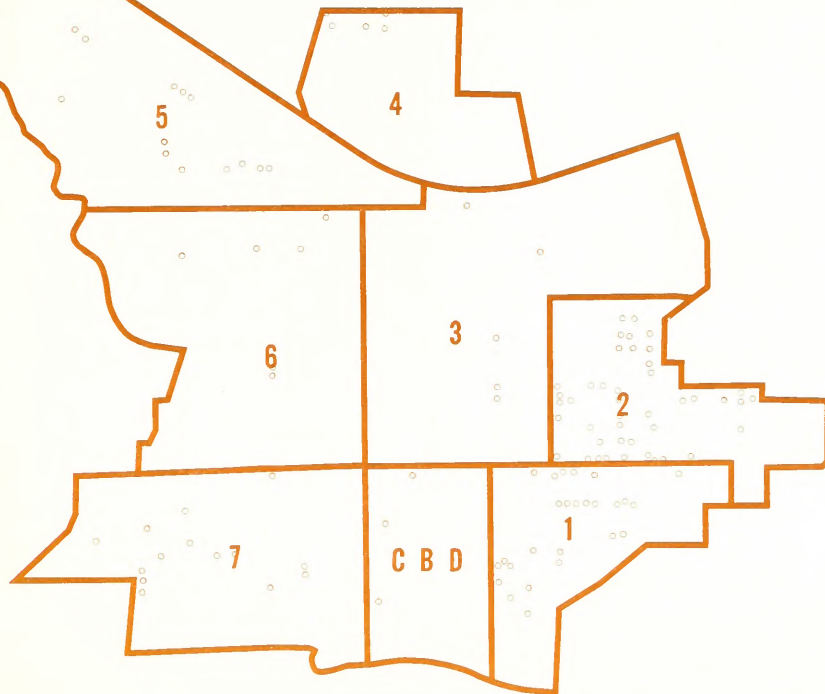
Table V

Neighborhood	Number of Public Assistance Cases
1	26
2	43
3	5
4	4
5	13
6	6
7	14
CBD	3
TOTAL	124

# TARBORO NORTH CAROLINA

NEIGHBORHOODS

PUBLIC ASSISTANCE  
CASES



## TUBERCULOSIS

Tuberculosis is not caused by the tubercle bacillus alone. A majority of the people who are exposed to tubercle bacilli do not contract the disease. Tuberculosis apparently develops only where the necessary tubercle bacillus is combined with certain environmental and physiological conditions. Overcrowding of dwellings and inadequate sunlight, air and dirt appear to play contributing roles in the development of tuberculosis.

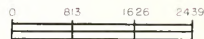
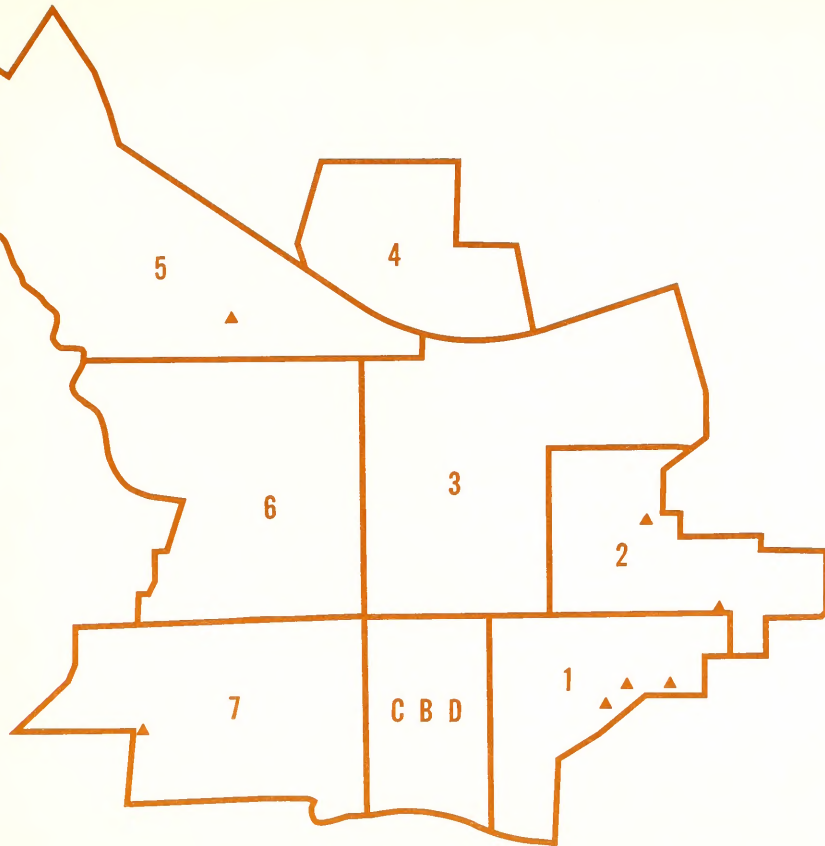
Table XI

Neighborhood	Number of Tuberculosis Cases
1	3
2	2
3	0
4	0
5	1
6	0
7	1
CBD	0
TOTAL	7

# TARBORO NORTH CAROLINA

NEIGHBORHOODS

TUBERCULOSIS CASES



# VENEREAL DISEASE

Blighted areas generally contain more than their proportionate share of venereal disease cases. The immediate causes are many: the unwillingness or inability of some persons to adhere to the moral standards of the society; their lack of education regarding the consequences of certain of their acts; the lack of a set of strong communal ties to bind the neighborhood together and regulate the conduct of its residents; and the unsanitary conditions of the physical surrounding in a blighted area.

Table VII

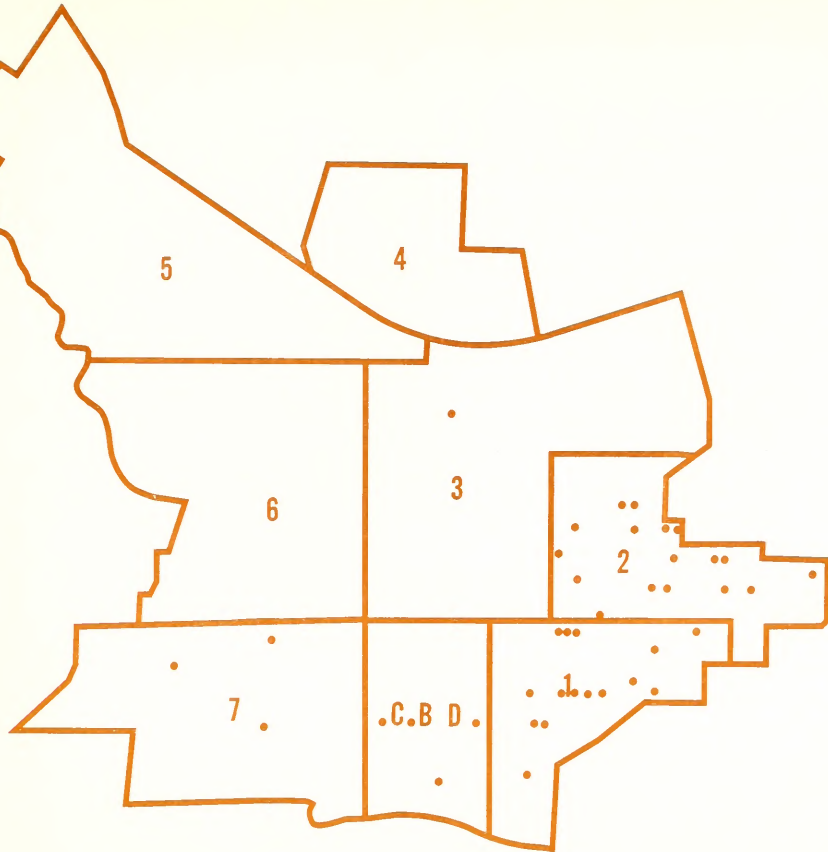
Neighborhood	Number of Venereal Disease Cases
1	15
2	17
3	1
4	0
5	0
6	0
7	3
CBD	4
TOTAL	40



# TARBORO NORTH CAROLINA

NEIGHBORHOODS

VENEREAL DISEASE  
CASES



# ARRESTS FOR MAJOR CRIMES

As with venereal disease, blighted areas tend to contribute more than their proportionate share of crime. Hasty conclusions should not be drawn regarding the cause-and-effect relationship between blight and social problems. It is, for example, an oversimplification to assert, without qualification, that slums are the cause of crime; if this were true, slum clearance would eradicate all crime as well--a highly unlikely possibility. On the other hand, it is equally questionable to conclude that slums exist solely because of the life patterns and morals of their inhabitants. The truth probably lies somewhere between these two extremes. There are, to be sure, criminals incapable of rehabilitation; therefore, physical improvements of their neighborhoods would not lessen their propensity to break the law. It is equally certain, however, that there are real or potential criminals who are products of their environment and whose lives might be far different but for the environment within which they must reside.

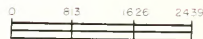
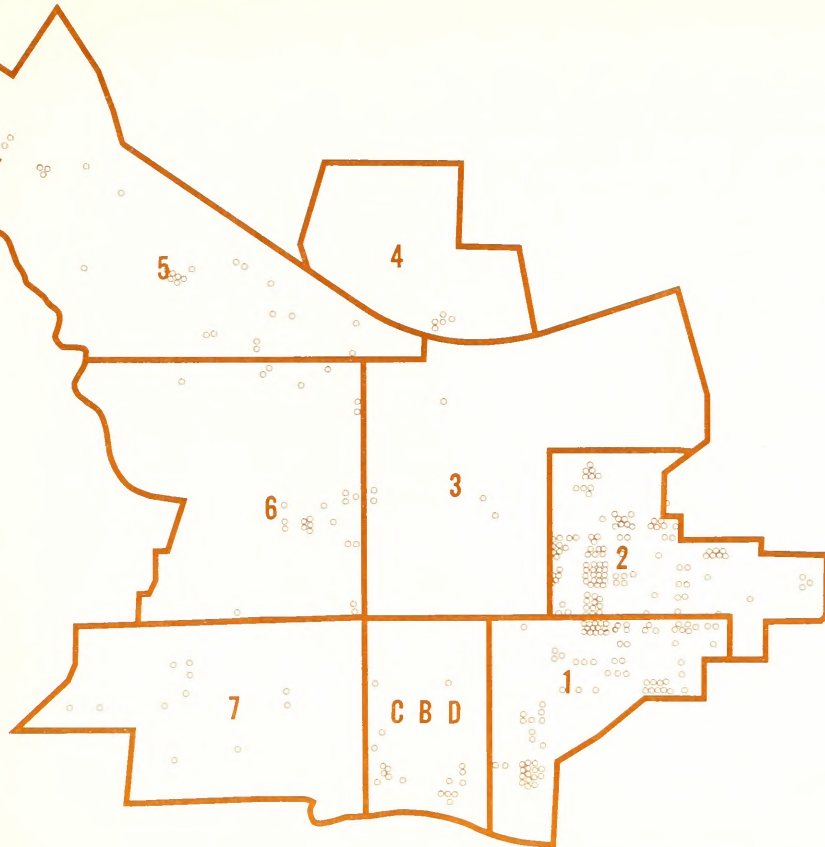
Table VIII

Neighborhood	Arrests for Major Crimes
1	86
2	116
3	5
4	5
5	26
6	26
7	11
CBD	18
TOTAL	292

# TARBORO NORTH CAROLINA

## NEIGHBORHOODS

ARRESTS FOR  
MAJOR CRIMES





## PROGRAM FOR COMMUNITY IMPROVEMENT

The analysis examined the extent of blight in Tarboro as indicated by the several factors commonly associated with blight in urban neighborhoods. It was noted that all of Tarboro's neighborhoods contain at least some elements of blight as indicated by the presence of blighting factors. This, of course, cannot be interpreted as meaning that all of Tarboro's neighborhoods are on the verge of becoming slums. It does suggest, however, that even the best neighborhoods are susceptible to blight and its associated problems. No neighborhood, therefore, regardless of the extent of blight, can be discounted from the program to combat blight. It must be a comprehensive, community program.

A COMPREHENSIVE COMMUNITY APPROACH WILL REQUIRE--

### CODES AND ORDINANCES

--devised and enforced by municipal authorities to protect the public.

#### Zoning Ordinance

To control the development and use of land, the use of buildings, the extent of land coverage and the density of population.



Subdivision Regulations

To control the platting of lands and the layout of lots, blocks and streets.

Building Code

To establish regulations concerning structural strength and safety and adequacy of electrical, heating and plumbing installations in new constructions and remodeling.

Minimum Housing Code

To set forth minimum physical standards for occupants of dwellings and to serve as a guide for condemning those unfit for human habitation.

Fire Protection Code

To correct fire hazards, regulate maintenance, and operation of places of public assembly and set forth safety requirements for exits and entrances.

ADMINISTRATIVE ORGANIZATIONS

--both governmental and private for a coordinated pattern of action in removing or preventing blight.





To carry on a continuous process of community planning.

To devise and enforce development controls and ordinances.

To implement redevelopment projects.

To maintain community facilities and services.

To provide the means for meeting the financial obligations of a community improvement program.

To educate the public:

in the goals of community improvement

in the responsibilities of individuals in community living

in the function of government in community development.

#### COMPREHENSIVE COMMUNITY PLANS

--developed in accordance with an over-all plan for guiding the future development of public and private properties.



#### Land Use Plan

Which--  
Provides space for  
industry--business--  
living--recreation--  
schools.

Recognizes the complexities in inter-relationships of all types of land uses.

Arranges land use in its most efficient and compatible manner.

#### Transportation Plan

Which integrates all aspects of traffic circulation with such features as--

Quiet, safe streets for residences;

Major arteries to carry traffic around, rather than through, neighborhoods;

Thoroughfares for safe, rapid transit from home to work, home to downtown.

#### Community Facilities Plan

To show the location and type of schools, parks, reservoirs, fire stations and other needed public facilities.



Public Improvements  
Program

To identify those future improvements necessary to carry out the community development objectives envisioned in other general plan elements and to recommend priorities for their execution.

Detailed Plans

Such as--  
Central Business District  
Plans  
Redevelopment Plans

URBAN REDEVELOPMENT

--both governmental and private

Through slum clearance and redevelopment

--the process of demolishing slum sites, clearing areas and making the land available for whatever purpose might best be served

Rehousing for displaced persons

--safe and sanitary

Without adequate rehousing of persons displaced by slum clearance, the education of these persons in responsibilities of community living, and in their assimilation into decent neighborhoods, the goals of community improvement will be lost in the process.



## CITIZEN PARTICIPATION

--Which is the keystone to the community improvement program

It is the means by which citizens

- Inform themselves of the community's activities and the needs for improvement with respect to codes and ordinances, planning, public facilities and other community improvement activities.
- Assist in developing objectives and goals for improvement
- Learn and pursue the methods and means, both governmental and private, for achieving the goals of improvement
- Serve as the medium for accomplishing the private responsibilities of the goals and for encouraging the fulfillment of the governmental responsibilities.





## PROPOSED PROGRAM

Based upon the requirements of a comprehensive community approach for the improvement of Tarboro's neighborhoods, the following programs are recommended. It is believed that these programs, if implemented, would, in conjunction with the programs now in action, give Tarboro a strong, workable program for community improvement.

### Housing Ordinance

There currently exist in Tarboro two ordinances directed at existing housing conditions. One entitled "An Ordinance for the Repair, Alteration, and Elimination of Unfit and Dangerous Building Conditions" was adopted in 1953. This ordinance set forth minimum physical standards for the habitation of a dwelling such as heating facilities, water systems and screening and calls for the upgrading or demolition of below minimum dwellings. This ordinance is not now being enforced. The second ordinance is "An Ordinance Requiring Demolition or Removal of Condemned Uninhabited, or Abandoned Buildings which Constitute Fire or Safety Hazard or are Dangerous to Life, Health, or other Property or Amount to a Public Nuisance, Prescribing the Procedure; Authorizing the Cost to be Specially Assessed Against the Property; and for Other



Purposes." This ordinance was adopted in 1962 and is in limited enforcement.

It is recommended that these two ordinances be combined and updated to conform to Part Four of the Southern Standard Building Code and be enforced in a program to eliminate and/or bring up to standard substandard housing and to cause the demolition of unsafe buildings. The enforcement should initially concentrate on the areas containing large amounts of substandard housing such as Neighborhoods One and Two in east Tarboro and be systematically applied in a block by block manner throughout each of Tarboro's neighborhoods. In emergencies and on public demand the approach could be deviated.

Such a program would require at least one-half day's duty by a competent inspector in addition to secretarial assistance. Advice in enforcement procedure, bookkeeping and other administrative systems is available from towns with successful programs. An additional recommendation concerning the enforcement of these ordinances is that consideration be given to the formation of a Housing and Building Commission to act as a board of adjustment in the administration of these ordinances. Such a commission could serve to work out differences that might arise between property owners and the administration of the



ordinances and act as a first board of appeals for any aggrieved by the ordinance.

#### Street Paving

Often a paved street can be the stimulus that causes a block of property owners to take pride in their homes and yards and keep them from deteriorating. This is especially true in borderline areas. The town has recently passed a bond issue to use as its share of paving costs through the petition method. The plan is to set up a revolving fund as cash payments from property owners are made. This is a well-conceived plan and it is believed that the petition method and cost-sharing policy is equitable and in the public interest. However, in those areas of the community where unpaved streets are in the majority, and where unpaved streets have long been a problem, petitions are not being made. Since the cost of paving should be partially borne by the abutting property owners, the only solution appears to be the encouragement of petitions from these areas. The lead in such a program of encouraging petitions should be taken by willing property owners, renters, and other interested persons in the area with technical assistance provided by the town.



Public Education in  
Community Living

Since a community is the sum total of the actions of the individuals it is composed of, past, present and future, it is essential that each individual assume his responsibility as a part of the community. In view of this it is recommended that an educational program be started to acquaint all present and future citizens of their responsibilities in making their community a better place to live.

Three areas in which such a program has potential in reaching large and varied groups are:

Public schools

Civic clubs and garden clubs

Neighborhood associations

There are several possibilities in such an approach to education in community living. Examples are:

Schools - Civic classes having a series on the community.

Papers and projects on government, planning and history.

Guest speakers from the Town Administration.

Civic Clubs - Guest speakers.

Special community projects.

Community betterment week.





Neighborhood Associations - Liaison with Planning Board on zoning and other issues in the neighborhood.

Clean-up, fix-up, projects.

Getting paving petitions.

#### Urban Redevelopment

There are areas in Tarboro which should be cleared of present substandard development and rebuilt. Some of these areas will through the forces of economics and the enforcement of building codes renew themselves over a period of time. Others, however, are beyond saving themselves and in the public interest should be cleared and redeveloped. Such an area is Keechtown. The purpose of this section is to present some suggested physical plans for the redevelopment of the Keechtown area to show how the area can be made a useful part of the community. Also suggested processes through which such plans could be effectuated will be made.

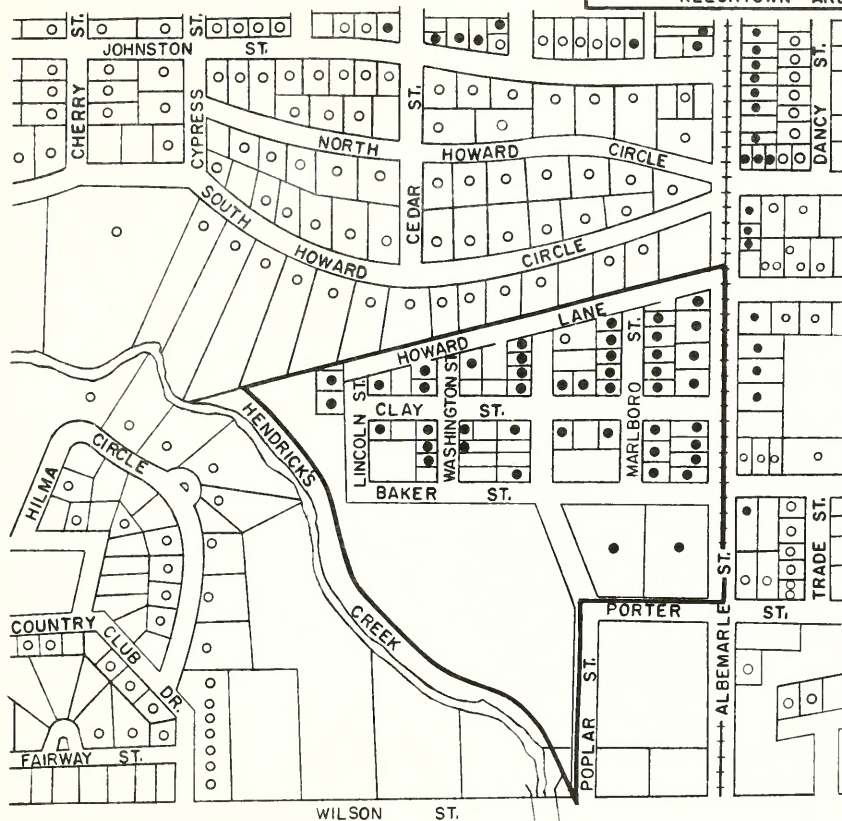
The present development of the Keechtown area as shown on the following map is that of substandard housing on substandard streets with a mixture of non-conforming uses. As can be seen, the physical character of the area is far below that of its surroundings.



# HOUSING CONDITIONS

KEECHTOWN AREA

- STANDARD
- SUBSTANDARD





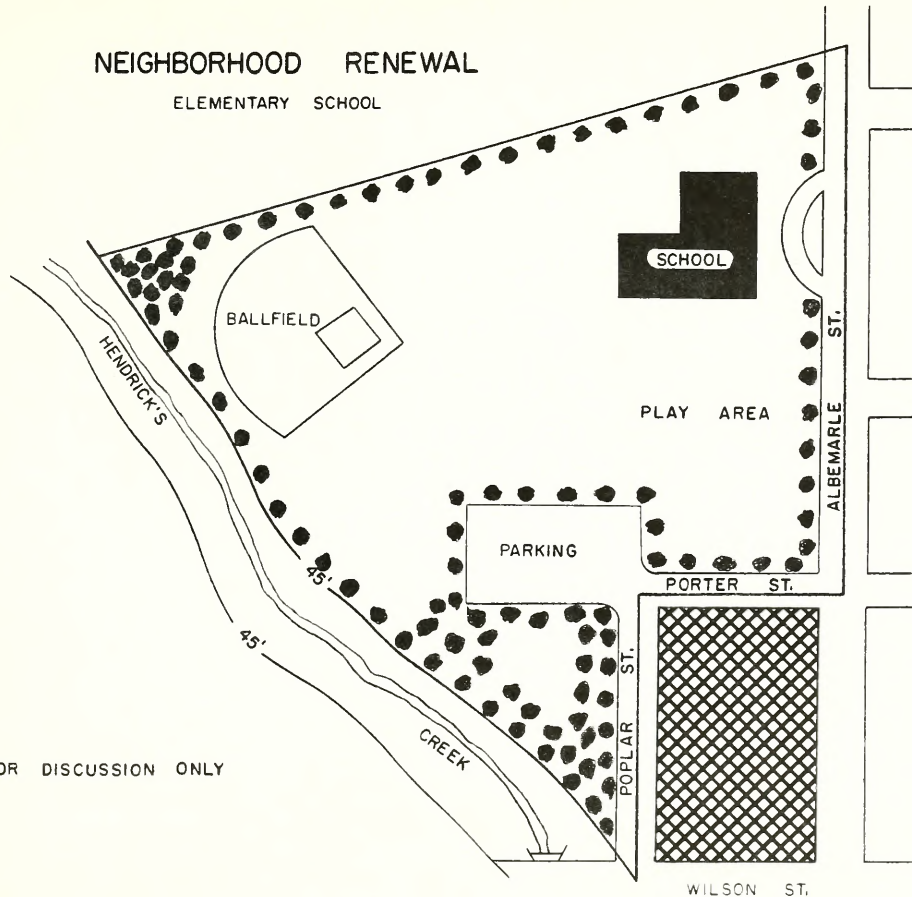
The following three maps present possible schemes for the redevelopment of the Keechtown area. The first map shows a redesign of the area as an elementary school site and second as an area of row houses, and the third as a community recreation center.

It is recommended that a corporation be formed to buy this area, clear it and sell the property for redevelopment based upon the three suggested plans or other schemes which meet the requirements of the Town Land Development Plan. Such a corporation might be privately formed or it might be a public Urban Redevelopment Commission established by the Town of Tarboro under the North Carolina Redevelopment Law. Such a public commission might either use local funds or a grant from the Federal Urban Renewal Administration in its work.



# NEIGHBORHOOD RENEWAL

ELEMENTARY SCHOOL



FOR DISCUSSION ONLY





NEIGHBORHOOD RENEWAL

ROW HOUSES

HENDRICK'S CREEK

45'

45'

PARK

PORTER ST.

POPLAR ST.

ALBEMARLE AVE.

WILSON ST.

FOR DISCUSSION ONLY

NEIGHBORHOOD RENEWAL

ROW HOUSES

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POPULAR ST.

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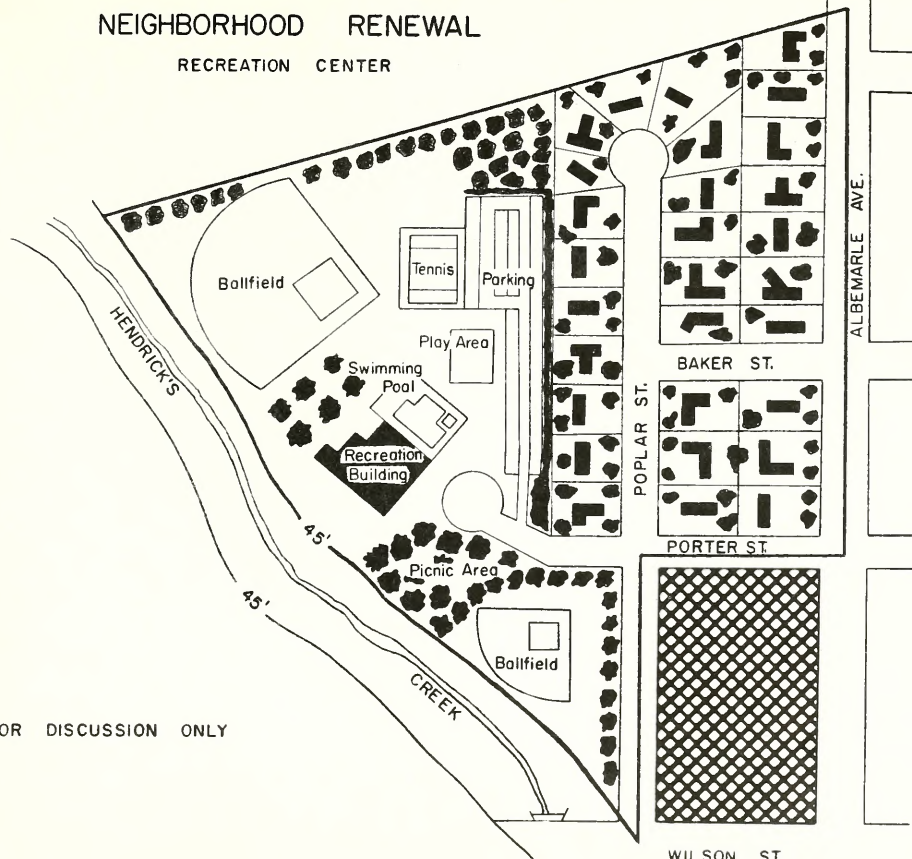
WILSON ST.

FOR DISCUSSION ONLY



# NEIGHBORHOOD RENEWAL

## RECREATION CENTER



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